Chapter 10 | Civil Service: Function and Structure

MIN Seiha

Dara is an official in a district. He was recruited through examination and was trained for one year before being assigned to his current position. He enjoys strong cooperation with his boss and colleagues who have always inspired him and he has been assigned for a specific project with a precise budget. For interaction with citizens, he is responsive to the requests from the people of the district by explaining, verbally and online, various aspects of process and requirements including cost and necessary documents. He charges for services following publicly announced cost and time frame structures. Because his office is equipped with a computer connected with the system of his ministry, he can access various databases and acquire updated information regularly and can resolve complaints about services through due process and best practice procedures. Based on a standardized performance assessment tool, his annual work plan is used to review his work.

I. Future Civil Service: The Ideal Scenario

Cambodia has in place an efficient and effective system of governance, one responsive to the demands of the people while supporting sustainable economic growth, with the Kingdom having become an upper-middle-income country in 2030 and moving toward high-income status by 2050.

Public institutions have been strengthened, and are well organized, functional, and smaller in scale. Demand-driven and analytical in approach, they are

structured to avoid hierarchical and bureaucratic crossover. With the government having pushed for program-based budgeting, public institutions are credible service-delivery mechanisms, with their performance outlined with clearly defined procedures and action plans, with regular evaluations.

With a focus on clear organizational goals and outlined visions, the completion of assignments has been improved, with roles and responsibilities separated. Transparent and open to public scrutiny, the patronage system has been removed, and landing promotions and plum appointments are no longer the major concern for civil servants. Highly respected for their professionalism, public officials are neutral, impartial, and held accountable to ensure their effective performance.

The civil service fills positions based on merit, with expertise and suitability central, as fundamental human resource management has been institutionalized by 2040. Position description serves as the basis for task implementation and performance management. Detailed career development plans have been formulated and appropriate reward systems put in place in the public sector to encourage competition and increase commitment. A code of conduct for civil servants is upheld, as are key principles for maintaining ethical behavior, transparency, and efficiency, while productivity is enhanced through incentivization.

Moreover, results-based public service delivery has been designed following a project-based budgeting system established by the government for some time. Decision making is evidence-based, relying on collected data and information that has been thoroughly analyzed to meet actual needs. Real-time data concentration and exchanges between institutions, and across the public and private sectors, facilitate a systematic approach and ensure a comprehensive basis for planning and implementing policy.

The participation of citizens in public service provision is highly prioritized to ensure strengthened people-centered service delivery, with service-user value increasingly recognized, while a cycle of demand, cooperation, and feedback is in place. Service gaps where the poor are disadvantaged have been bridged, ensuring accessibility is equitable and affordable.

In 2040, the Cambodian civil service system was digitalized, operating within the framework of e-government. There is comprehensive data storage and updates on the civil service, while human resource planning and tracking is well organized. The Ministry of Civil Service acts as a data center fully managing and coordinating the flow, status, capacity building, and performance of public officials. Accurate civil service cross-checking and data exchanges are carried out by a low-cost and time-saving automated system at both the national and sub-national levels.

At the same time, information communication technology (ICT) capacity, regarding both knowledge and infrastructure, has been enhanced throughout the country. The capability of civil servants has been strengthened through training and continuous learning to ensure the necessary completion of tasks and delivery of services. Basic infrastructure at each institution, including hardware and software, is systematically connected for data entry and extraction. There is a strong government-citizen online interface for service delivery and feedback. With the interaction between service users and providers closer and more active, ICT has been an effective tool in connecting the government and the citizen, building greater understanding.

Remuneration for Cambodian civil servants allows for a decent living following the positive trend over many years of civil service salaries increasing through government reforms. Non-financial rewards, including opportunities for capacity building, recognition, and respect, as well as a rewarding working environment, are significant in not only promoting productivity and civil servant contribution, but also an important part of overall public sector personnel retention strategies.

Along with the introduction of strategic human resource management, supporting infrastructure, and incentives, key performance indicators will have by 2040 become crucial for the Cambodian civil service system and standardized. The key foundations of performance management will have been comprehensively formulated, disseminated, and enforced, with similar criteria across public institutions serving as guidelines for task implementation and encouraging greater commitment.

This vision can be realized as long as a number of key policy frameworks are upheld:

- Governance reform remains part of the government's major reforms agenda, in which improving accountability and transparency is prioritized;
- Human resource management, both at the national and sub-national level, is implemented to strengthen the civil service. This includes merit-based recruitment and promotion, and capacity development;
- E-government-related policy frameworks are operationalized to catch up with the digital economy, creating a supportive governance system;
- Necessary factors for performance management are fulfilled to prepare for results-based management. This is a key step toward the vigorous implementation of a programming budget.

II. Scenario Space and Key Factors for Future Civil Service

Reforms of the Cambodian civil service have been implemented over many stages during the past 20 years, with much of the earlier half of this period spent on groundwork, mainly in consolidating the public sector workforce, restructuring, and institutionalization (RGC, 2015a). The second half marks a greater level of improving civil service systems, with broader objectives on strategic human resource management, including capacity development, management improvement, and human resources development, as outlined in the Policy on Human Resources in Public Administration and the Policy on Human Resource Management and Development at Sub-national level in 2013 (RGC, 2013a, RGC, 2013b).

The focus is therefore now on strengthening human resources and the operationalization of good governance in delivering higher quality services (RGC, 2015a; RGC, 2018b; National Committee for Democratic Development (NCDD), 2010). The process of recruiting civil servants has been recently streamlined, with consultation with the Ministry of Civil Service and the Ministry of Economy and Finance a compulsory requirement (RGC, 2015b). Regarding capacity

building, current reforms have seen the introduction of new training methods at the Royal School of Administration and the creation of the National School of Local Administration (NASLA).

The agents of key reforms have from a general strategic policy mandate tackled ingrained practices by making incremental changes within public institutions. At the sub-national level, having moved in a positive direction despite encountering obstacles and inconsistencies in application, the three-year Implementation Plan (IP-3) Phase III (2018-2020) emphasizes the continuous efforts needed for good governance, human resource management, and development, as well as service delivery and local development (NCDD, 2017). The transfer of functions to sub-national administrations, the expansion of the operations of one-window services (OWSO), and the restructuring of offices at the district level for a fully unified administration outlines the enormous work ahead, which will bring both opportunities and unprecedented challenges.

However, merit-based recruitment over particular steps needs further cautious evaluation. Among other significant problems, the lack of a clear human resources development plan is apparent at both the central and sub-national levels (CAR, 2016). With distrust in the promotion process (Eng & Craig, 2009; Eng, 2014) a major issue in the current Cambodian civil service, creating a credible evaluation system to build faith, respect, and motivation is a daunting task.

Figure 1: Number of Civil Servants in 2018

Types	Central Level			Sub-national Level			Total
	Male	Female	Total	Male	Female	Total	
A	18,999	6,786	25,785	22,276	8,878	31,154	56,939
B	4,196	2,943	7,139	36,494	25,632	62,126	69,265
C	2,536	1,606	4,142	37,210	38,416	75,626	79,768
Total	25,731	11,335	37,066	95,980	72,926	168,906	205,972

Source: Key Achievements of Win-Win Policy of the Royal Government of Cambodia in Civil Service (1995-2018) MCS, 2018

Such policy and regulatory adjustments necessitates the reform process to lay down principles and institutionalize procedures for more vigorous governance improvements in response to the public's demands for better services.

Cambodian governance reform is not only intended to respond to the need for better service delivery, but also to support investment and the business environment (RGC, 2018; WB, 2019). While Cambodia has achieved around 7% annual growth, the economic base remains narrow. With market diversification, attracting further investment, the promotion of better quality products, and the building of more infrastructure underway, providing support for the private sector—as Cambodia faces such issues as the European Union (EU) imposing rice tariffs and launching the withdrawal process for its Everything But Arms (EBA) trade preferences—through improvements in governance is recognized as a significant measure. Therefore, even before the launch of the government's 17-point strategy in early April 2019 to stimulate the economy, it can be seen that a more streamlined bureaucratic process for imports and exports had been brought in (Hin, 2019; Sok, 2019).

The Fourth Industrial Revolution, also known as Industry 4.0, highlights the importance of digitalization across development areas, which public authorities, as service providers, will have to remain alert to as it will bring both tremendous opportunities and many challenges. This will require serious contemplation as to policy implications (Schwab, 2016; Stern, Daub, Klier, Wiesigner & Domeyer, 2018). Gaining greater interaction with a large number of service users with highly ordered and standardized processes, improving customer services, and easing the flow of resources are all advantages to be gained from utilizing digital technology. Digital technologies will also provide feasible opportunities ranging from the modernization of public administration and greater connectivity with the public, to the promotion of transparency and accountability (Schwab, 2016). However, a number of issues such as structural changes to the labor market and cybersecurity threats are just a few examples of approaching issues (Stern et al, 2018).

In Cambodia, information communication technology (ICT) has in recent years gained impressive traction and ushered in a catching up with developments. In

early 2019, for example, Cambodia had more mobile phone connections than its population (121%), with 19.7 million subscribers to around 16 million people. The percentage of mobile internet users is also high, at 85.6% of the population (Chea, 2019).

Preparations for ICT regulatory frameworks have been launched initially in the past few years, with it taking time for their full implementation. In addition to a national policy outlining the overall framework for ICT development (RGC, 2016), a series of proposals have been announced. These include the government's plans for a digital economy by 2023 and five key priority initiatives, namely the introduction of digital governance, investment in fundamental infrastructure, human resources development with ICT, the adoption of standards and regulatory frameworks, and the promotion of digital ecology (Fresh News, 2019). There is also the awaited law on e-commerce.

However, the country's readiness for digitalization remains questionable. As a digital economy may take at least 10 years to transition from a transformational period to full-fledged implementation (May, 2019), a number of barriers potentially obstruct commitment and demand further effort. Regarding a digital economy, for example, a lack of investment, limited trust in online transactions, a slow adoption of technology, a small digital ecosystem, and low digital literacy are all typically major concerns (Heng, 2019). Cambodia, therefore, to be on top of regulatory framework and policy strategy, needs investment in infrastructure and the training of human resources in digital knowledge, as well as greater encouragement for entrepreneurship, innovation, and inclusive participation (The Phnom Penh Post, 2018; Chea, 2019; Hor, 2019; Heng, 2019).

Performance management has been one of the challenges tackled in the Cambodian public administrative reforms program (RGC, 2015a; CAR, 2018a). At policy level, as performance management guidelines outline the key elements and processes involved in the undertaking (CAR, 2016), the major components for the foundation of a comprehensive performance system, including annual institutional and operational work plans, and well-described job descriptions, are not yet in place. Currently, these only exist at the management level (RGC,

2015a; RGC, 2015b; CAR, 2016). As such, performance management for civil servants requires the systematic improvement of related duties.

Increases in minimum salary and additional allowances have been encouraging recently. With annual top-ups, the minimum basic salary for civil servants has increased to slightly more than one million riel ($250) since 2018, in addition to other benefits, such as inclusion in the National Social Security Fund (CAR, 2018a). It is also plausible that, following initiatives between the government and development partners, other results-based allowances and incentives for civil servants have been explored (CAR, 2016).

However, it has been reported that the complementary salary generated from fees differs between public institutions, particularly those that do not charge for their services, drawing concerns of the unequal sharing of benefits among civil servants (WB, 2013).

Figure 2: Minimum Salary of Civil Servant and Military and Police (in Riel)

	2013	2014	2015	2016	2017	2018
Administration, Diplomacy and Technology	344,000	424,000	552,800	7000,500	853,500	1,014,450
Education	402,800	550,000	652,800	800,500	953,500	1,114,450
Health	360,000	550,000	652,800	800,500	953,500	1,114,450
National Police	379,930	460,930	628,270	784,730	937,977	1,098927
Military	315,590	396,990	582,430	733,730	880,977	1,035,027

Source: NSDP 2020-2023, RGC, 2019

III. Policy Initiatives to Achieve the Ideal Scenario

To ensure regular and sustainable governance capacity development, two institutional components- structure and function - should be considered. The institutional capacity development of a system consisting of a hierarchy of order, relationships, and connections must run alongside the tasks the institution is expected to fulfill. Sustainability in capacity development must be seen as long-lasting advancement supported by functional internal resources coordination and the external favorable conditions of technical and financial flow (Bhagavan & Virgin, 2004).

Strong political decision making and coordination from the institutional leadership level, on top of that, will play a positive role in pushing forward rather than obstructing implementation at the lower levels. As the civil service, although a policy apparatus, should be apolitical, professional and unbiased treatment as a separate and neutral state mechanism is the primary basis for its proper functioning.

Transparency and accountability in the civil service have been mired in concern in public sector employment life. It is basically held that visibility, predictability, and consistency of action is vital in ensuring transparency in public or private institutions (UNDP, 2014). To address issues in civil service management by 2040, the required process of transparency must be adopted with standard operating procedures, systematic and coherent policy, anti-corruption regulations and the appropriate incentives put in place. Recruitment, promotions, appointments, and disciplinary action must be transparent and open, while procedures relating to examinations, corrections, and criteria must also abide by the rules. Stakeholder participation and the introduction of various means of disseminating on-time and accurate information to the public, including with webpages, social media posts, and officials' announcements, are all beneficial in fostering transparency.

Accountability, both vertical and horizontal, should be reinforced in performance, principally in the adherence to answerability, responsiveness, and enforceability. As there is a close correlation between increased monitoring and improved accountability (UNDP, 2014), having position descriptions in place that include guidelines on disciplinary procedures coupled with sufficient resources to incentivize satisfactory performance should be prioritized. The outlining of core principles overseen by monitoring and anti-corruption mechanisms will be necessary to create the Cambodian civil service of the future.

It will also be vital to implement effective systems in relation to the human resources of each institution as they are the focal point of the civil service. The Cambodian civil service has been further pressured regarding mechanisms ensuring a well-trained and reliable workforce (CAR, 2016). However, when Cambodia has the necessary rules and budgets in place, problems in carrying

out tasks will remain if the capacity of the personnel responsible for human resources is limited, with management and communication structures still rigid. From a structural standpoint, the personnel departments of ministries and government institutions face enormous difficulties and merely engage nominally to fulfil certain procedures (CAR, 2016).

To increase effectiveness, the required capacity building via regular training for human resources departments should be streamlined to include technical aspects that enable personnel to gain comprehensive expertise. To minimize management problems, the division of tasks and the sharing of information should be clearly formulated allowing for the number of personnel per department and the complexity of tasks. Interests-related intervention in human resource management should be prevented to create an open environment favorable to equitable treatment.

Mismatching expertise and position occurs at multiple levels of civil service management. A lack of long-term planning with regard to personnel may result in making opaque the needed expertise for a position. When recruitment is numbers-driven and without accurate role descriptions regarding position, strategic responses to filling vacant positions will remain limited (CAR, 2016).

Addressing this should start with clear human resource planning that offers credible projections, including the specific qualifications needed. The selection process should be clearly defined with comprehensive details provided, such as role, responsibilities, and workplace, with an overview of expectations and career path supplied to discourage a culture of intervention and the unfair treatment of personnel. Moreover, clear career development plans should be put in place at all public institutions to outline future prospects and opportunities for promotion.

Planning, clear job descriptions when filling positions, and performance evaluations are the foundations of human resource management in the civil service (OECD, 2005). While there is a long way to go in the creation of coherent position descriptions, the government could start with functional analysis initiated across ministries in the earlier process of functional assignment in the design and development (D&D) framework.

A detailed array of tasks to be handled individually is to be grouped with a certain level of functions and responsibilities within the scope of the role assigned. Concurrently, an evaluation system for promotion is to be streamlined and implemented periodically. The provision on evaluations in the Common Statute for Civil Servants should be strengthened and amended following the introduction of human resource management, the guidelines on performance management system, and the functional assignment on sub-national administration. The evaluation system must be apolitical and impartial to ensure fairness and equality among potential civil servants. Transparency and clear steps in procedure are essential to ensure credibility.

There is a need to create multiple key bases to strengthen the implementation of a code of conduct for civil servants, including decent remuneration, clear, enforceable rules, and strong leadership. An appropriate level of salary and other benefits are crucial to minimize misconduct related to corruption, while clearly outlined rules will standardize performance. Leadership also plays a significant part in strengthening professional and ethical behavior among civil servants, particularly in service delivery.

Regarding ICT in 2040, with policy change needed to meet the fast-growing demand for flexible and high-tech services, civil servants must be able to provide services on time with a high level of quality and efficiency. Therefore, there will be the need for a change from an operations-based to a results-based setting, from which multiple methods can be employed toward meeting the desired outcomes.

A shift in service delivery to a results-based model in the future is needed to catch up with the strategic planning and budgeting vision. The Cambodian Sustainable Development Goals (SDGs) 2016-2030 and the Rectangular Strategy will be the major inputs for the National Strategic Development Plan (NSDP), eventually guiding all policies and their implementation. Performance management systems, particularly with program-based budgeting, will be necessitated by the CSDG framework, which covers perceived thresholds.

In the long term, the Cambodian SDGs 2016-2030, set to deliver a number of major services, with specific indicators to be met, are defined by being aligned

to certain policies and will guide delivery processes and expenses (RGC, 2018a). Aligning to this initiative, civil servants will have to play the role of project implementers, whose performance is directed toward achieving results. Consequently, a civil servant's mindset must be transformed from merely fulfilling tasks to achieving them with a high degree of creativity and flexibility, and in a timely manner. The approaches toward service delivery are to be seen strategically, from the planning stage to the end result, and across multiple and broad perspectives.

Figure 3: CSDGs Framework's points of intersection with planning and budgeting
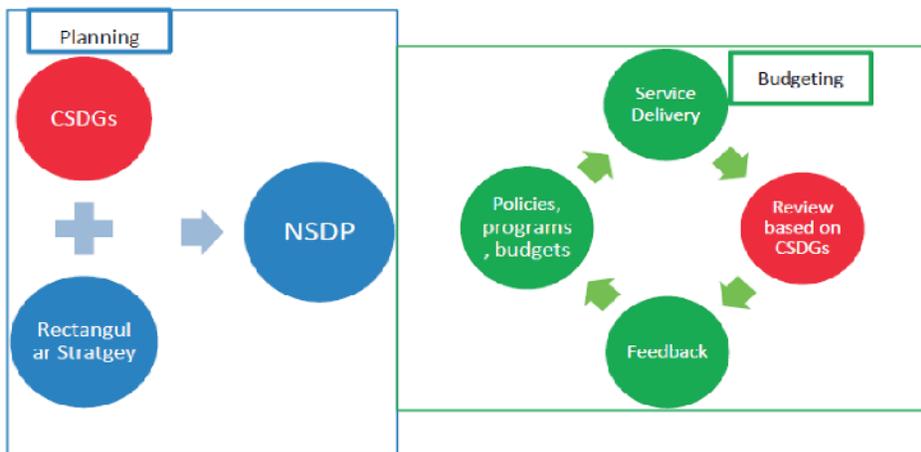

Source: Cambodian Sustainable Development Goals, RGC (2018)

Better service delivery can be promoted through understanding people's demands and their participation in the process. The public voicing their concerns regarding services may encourage greater accountability among service providers; therefore, the direct interaction of people is a factor of enforceability (WB, 2004).

With Cambodia, as the government has frequently highlighted, inclusivity—particularly regarding vulnerable and marginalized groups—in every social, economic, and political activity (RGC, 2018a; RGC, 2019) will be increasingly important as people's calls for improved livelihoods amplify with development. By 2040, a largely youthful population will be demanding high-quality education,

healthcare, services and infrastructure, as well as satisfactory employment opportunities (Ministry of Planning (MoP), 2016).

Figure 4: Analysis of Population Growth Rate 2008-2048
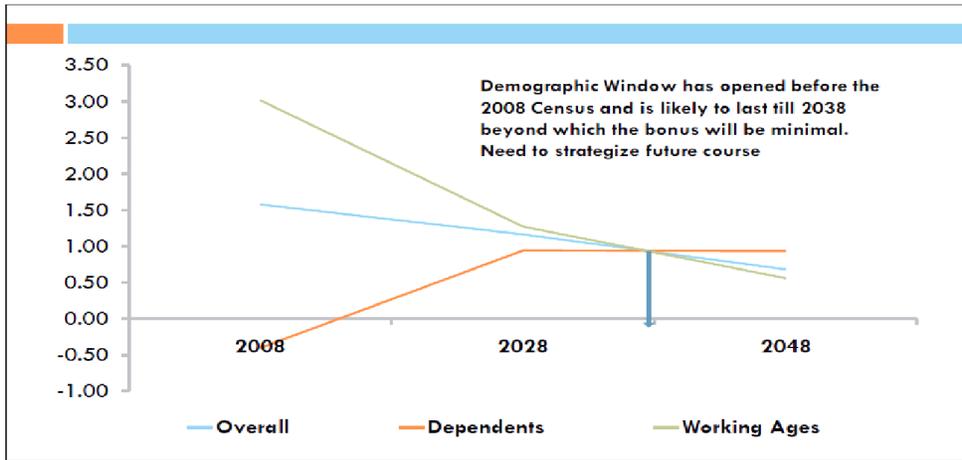
Source: National Population Policy 2016-2030, MoP (2016)

On the economy, Cambodia is expected to strive for a better business environment and more favorable conditions for investment to move from narrow-based growth to a diversified and broad-based economy, driving the Kingdom from lower-middle to upper-middle-income status by 2050 (RGC, 2019). International and regional economic connections, such as the Belt and Road Initiative (BRI), Regional Comprehensive Economic Partnership (RCEP), ASEAN Free Trade Area (AFTA), and ASEAN Economic Community (AEC), also add external pressure that the government will have to respond to appropriately to reap the benefits and to be able to challenge in an increasingly competitive world.

With technology set to bring tremendous advantages, there will also be negative effects in terms of cybersecurity, legal requirements, and personal concerns (Stern et al, 2018). Systematic legal instruments will be necessitated by the fact that this will usher in new ways of operating, including in working, communicating, and doing business, thus demanding procedural management and conflict resolution. The government will likely remain an important actor and facilitator in the digital age (Schwab, 2016; Stern et al, 2018). However, it is

foreseeable that the rate of digitalization in public services will be slower and of less quality than in the private sector, simply because the pace of technological advancements will be too fast for the former to follow (Stern et al, 2018).

This is also the case for Cambodian civil service modernization and service quality improvement, which will have to be improved in the coming digital era (CAR, 2018a). Digital infrastructures and platforms, therefore, should be systematically introduced in public institutions and sustainably operationalized, updated, and maintained. Collective data storage will be beneficial for real-time personnel management, promotion, human resource planning, and development. Aside from building infrastructure, the Cambodian civil service needs strengthened expertise in handling consolidated data systems, with data entry and system management for civil service updates in the future requiring considerable knowledge and commitment to reduce costs, save time, and increase accuracy.

Cybersecurity is an even more pressing regulatory issue for Cambodia, which is still new to digitalization (Fresh News, 2019). Increased accessibility to cutting edge information technology should not be compromised by a risk of cybersecurity issues. In this regard, the government's cybercrime unit will play a significant role in installing, training, safeguarding, and maintaining security measures.

With the internet's prevalence and coverage bridging service providers and users (Schwab, 2016), promoting services through ICT and online applications is one method to improve service delivery in Cambodia (WB, 2017). Government-to-citizen interfaces through the use of applications for a number of service deliveries, ranging from urban services to business support, is gaining popularity, particularly in urban areas where there is extensive internet coverage and infrastructure.

Telecommunication Regulator Cambodia data (TRC) (2019) shows that internet subscription has increased dramatically since 2014, from around half a million to some 13 million in early 2019, with the number of mobile phone users three million higher than the population. Information dissemination and feedback will be broadened, and applying for services online will be routine.

To achieve a better online government-citizen interface by 2040, civil servants will have at least basic internet proficiency, with functional infrastructure in place and people aware of the services available. Civil servants both at the national and sub-national levels must be knowledgeable of service delivery strategies and IT platforms, as well be familiar with apps.

Civil servant remuneration has increased recently, particularly in the two prioritized areas of health and education, thanks to public administration and public financial management reform programs set against a background of strong annual economic growth of around seven percent (RGC, 2018b). While the government has been committed to increasing pay twice per year, with the minimum remuneration in the lowest category rising to slightly more than one million Riel in 2018, compared to increases in the price of everyday commodities, it remains low. The cost of living will keep rising in Cambodia as it steps up to upper-middle-income status by 2030 and reaches the high-income bracket by 2050.

To promote salary reforms, it is expected that as revenue collection strategies to ensure fiscal sustainability are strengthened following public financial management reforms, a number of key principles should be upheld, including salary coverage for all civil servants, concentration on basic pay, and equity for basic pay and additional allowances (WB, 2013).

However, incentivization is not only about money, and therefore increased remuneration is not the only factor in motivating civil servants to work optimally (OECD, 2005; Korm, 2011). Other incentive components that should be taken into consideration are a good working environment, recognition, opportunities for development and promotion, mutual respect, friendliness, and being free of harassment. Self-development and promotion should also be planned fairly and be merit-based. Opportunities for training and development without compromising benefits to inspire better performance will be greatly needed with more young people entering the civil service in the future.

Performance assessment in the Cambodian civil service is still in its infancy. There are currently neither key performance indicators (KPIs) nor position descriptions for individual civil service assessment, with only institutional

performance assessments on service delivery being tested in education and health (CAR, 2016; CAR, 2018b).

To create performance assessments for the civil service, in parallel with creating position descriptions, the Ministry of Civil Service should formulate key performance indicators for individuals. This could start with a top-down approach so certain roles and responsibilities can be easily defined.

IV. Future Civil Service Under the Baseline Scenario: Business as Usual in 2040

In the current government mandate, the inclusive strengthening of institutional capacity has been prioritized, particularly in leadership, functional rationalization, and the promotion of merit-based recruitment, as well as in further laying down the legal background for public sector management (RGC, 2018b). At sub-national administrations, the National Program for Sub-National Democratic Development (NP-SNDD 2010-2019) also set the third key area in establishing a functional human resource management system for the long term (RGC, 2010).

While the Royal Government of Cambodia (RGC) has highlighted the civil service as part of the public administration reforms program adopted for many years, there remain significant challenges, one of which is the civil service governance system itself. Organizational management relating to role and position, redundancy, recruitment, and incentives for civil servants are typically seen as problems, as are a system of accountability, professional competency, gaps between policy and implementation, and law enforcement (CAR, 2016; RGC, 2018b). Job description has been identified as one civil service reform target, but it is yet to be systematically carried out (RGC, 2015; CAR, 2018a). Research carried out by CAR (2016) shows that most public institutions do not have position descriptions for their personnel. This does not include the Ministry of Education, Youth and Sport, and the Ministry of Health, which have started undertaking this in individual, asymmetric ways.

The performance management effort is another crucial issue, but setbacks will continue in the Cambodian civil service in the future unless there are systematic
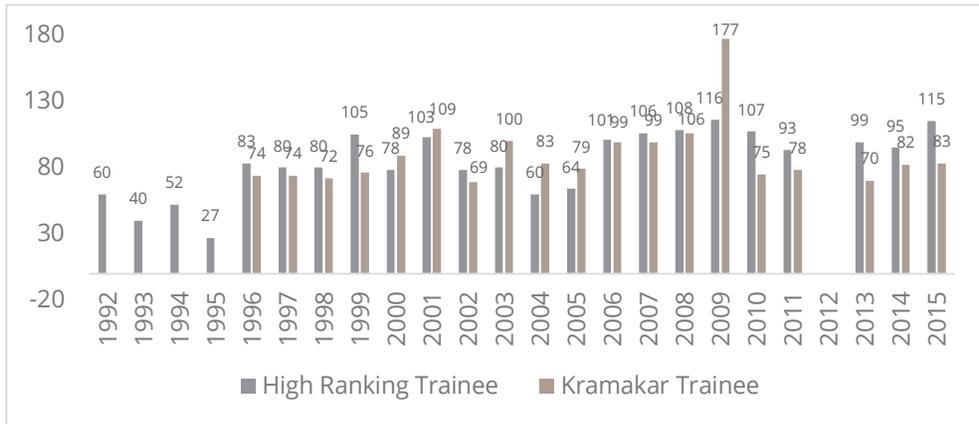
solutions to all related problems (CAR, 2016). There are at least two implications. First, little progress is being made at most public institutions due to other interrelated factors; for example, performance management systems rely on a number of components, such as annual work plans, entity work plans, job descriptions, and satisfactory working conditions and incentives, which still suffer gaps in actual implementation. Second, the attempts at performance management at some institutions have been inconsistent and driven by incentive. With performance assessments conducted as part of projects on partnership and voluntary implementation, assessment tools and incentive systems that increase motivation have been designed by some ministries whose function is revenue collection.

The government has emphasized strategies and policies on human resource development both at the national and sub-national levels, including organizing the roles and responsibilities of civil servants, managing their skills and expertise, and building capacity. Chheang (2019) recommended that the investment in public sector human resources needed to meet the Fourth Industrial Revolution should include developing the necessary knowledge and skills in innovation for systematic thinking, project design and execution. However, institutional capacity and human resources are not fully responsive to the implementation of government policy, while capacity building is still limited (RGC, 2019).

Figure 5: Statistics of Official Student Receiving Initial Training
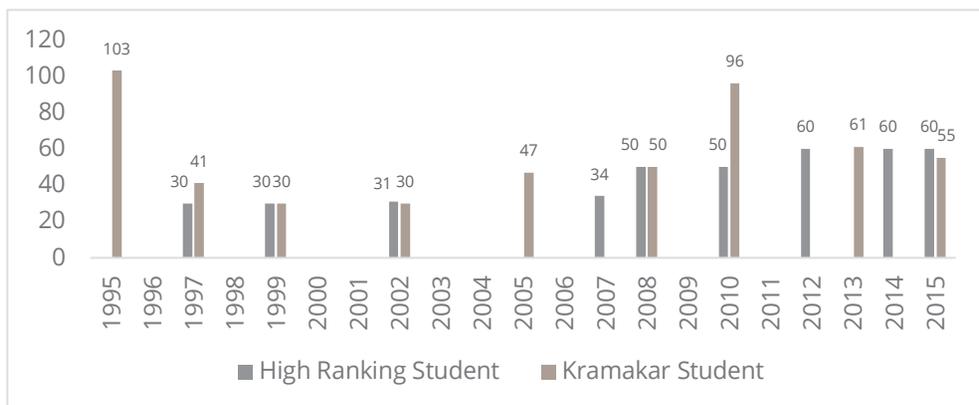
Source: Statistics of Trainees at RSA, 2018

**Figure 6:** Statistics of Trainee Receiving Further Training

Promoting service delivery through increased accessibility, improved quality, and greater effectiveness is one of the prioritized targets of the government (RGC, 2015; RGC, 2018b). Some progress in administrative reforms has contributed to transparency, including implementing service standards and principles, publicly announced service fees and the One Window Service Mechanism (OWSM). Processing work through automated systems, such as payment through banking systems for certain urban services, and online business applications and registration, has not only reduced time and costs for service delivery, but also played a central role in strengthening transparency between service providers and users. Additionally, public participation to ensure the fulfillment of due process by civil servants is more seriously taken into consideration when it is publicly shared through mass media, particularly Facebook. However, limited ICT knowledge in both service providers and users, especially for service delivery in rural areas, may hamper the interface needed between the two to ensure a smooth connection (RGC, 2018b).

Offering equitable and decent remuneration is one of Cambodia's most progressive recent reforms. With strong economic growth, the government can credibly secure higher salaries in its commitment to close the gap with the private sector. In 2018, the lowest remuneration in all categories rose by more than five times compared to 10 years prior, with increases annually as promised

by the government (MCS, 2018). The introduction of a banking system has also contributed significantly to on-time payment twice a month.

However, improving the payment system to provide performance-based allowances is a challenge to be overcome. Coupled with efforts toward performance management, the current structure should be modified to include an incentives system, which will be added to basic remuneration. The present situation of different practices in public institutions, particularly those that can generate additional income for personnel from their revenue collection functions, could make pay inconsistent and discourage performance in other institutions.

Figure 7: Minimum Salary in Administrative Area (Riel)
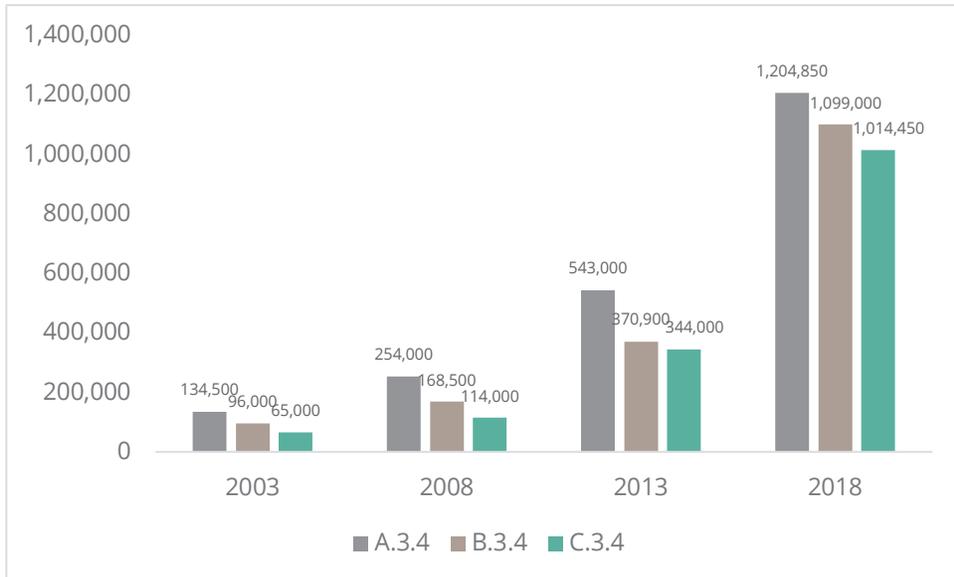
Source: Key Achievements of Win-Win Policy 2008-2018, MSC 2018

With the advent of the Fourth Industrial Revolution, the recent adoption of applications for the delivery of a number of urban services encourages a vibrant future for civil service digitalization. Data management and updated payrolls, for example, have benefited from automation and the exchange of data between the Ministry of Civil Service and the Ministry of Economy and Finance (CAR, 2018a). However, a lack of basic infrastructure, particularly in rural areas, is one of the most pressing problems needing to be resolved in the long term, with the

investment of time and money needed (Heng, 2019; Khmer Times, 2019; May, 2019). There also remains a lack of widespread awareness of using the internet for service delivery among both civil servants and the public.

Creating a performance management system is another government commitment following building the basis for administrative reforms. While a number of guidelines regarding the system and the dissemination of functions have been set up for public institutions under the purview of the Ministry of Civil Service (CAR, 2018b; RGC, 2018b; RGC, 2019), a system for service monitoring and evaluation is not yet operational (RGC, 2015). First, as implementation is encouraged on a voluntary basis, and with the assessment cycle requiring real incentivization, institutions with related revenue-collection functions may be better placed to implement an incentives system, with others remaining hesitant. Second, system design is inconsistent, and mostly based on available projects with development partners and their resources.

Conclusion

A fast-changing world demands dedicated action geared toward the vision of a Cambodian public administration capable of fulfilling people's needs through effective service delivery. This necessitates a digitalized civil service, utilizing improved human resource management to attract, train, and retain capable civil servants, who enjoy a favorable working environment, systematic performance assessments, and deserved rewards.

Cambodia will consequently need a pragmatic approach to promoting functional governance in a civil service upholding the principles of transparency and accountability, one utilizing human resource management with clearly defined policies, career roadmaps for civil servants employed in specific tasks, and tools for assessment and reward. While achieving this, keeping pace with technological advancements and developments in ICT will be crucial as the world enters the era of the Fourth Industrial Revolution.

References

Bhagavan, M. R., & Virgin, I. (2004). Generic Aspects of Institutional Capacity Development in Developing Countries. Retrieved from Stockholm, Sweden:

Chea, V. (2019, May 2019). Internet users up by almost half a million for Q 1. Khmer Time.

Chheang, V. (2019, April 2019). Cambodian public sector needs more innovation. Khmer Time.

Committee for Administrative Reform (CAR). (2018a). Report on the achievements for the National Program for Public Administrative Reform (NPAR) 2015-2018 Retrieved from Phnom Penh, Cambodia:

Committee for Administrative Reform (CAR). (2018b). Compilation for the implementation of the sub-decree on assessment and accreditation of public service providers in Education and Health. Retrieved from Phnom Penh, Cambodia.

Committee for Public Administration Reform (CAR). (2016). Report on the Assessment of Functions, Structure, Procedure of the Human Resource Department/Unit a National and Sub-National Administration. Retrieved from Phnom Penh, Cambodia:

Eng, N. (2014). The politics of decentralization Cambodia: The district level (Doctoral Dissertation), Monash University, Australia.

Eng, N., & Craig, D. (2009). Accountability and human resource management in decentralized Cambodia. Phnom Penh, Cambodia.

Fresh News (Producer). (2019). PM outlines 5 measures of digitalization for the Cambodian social and economic development. Retrieved from http://www.freshnewsasia.com/index.php/en/localnews/ 117217-2019-03

Heng, P. (2019). Digitising Cambodia's economic future. Khmer Time.

Hin, P. (Producer). (2019). Kamsab removed from ports as Kingdom braces for loss of preferential trade access. Retrieved from https://www.phnompenhpost.com/business/kamsab-removed-ports-kingdom-braces-loss-preferential-trade-access

Hor, K. (2019). Government bracing for digital economy. Phnom Penh Post.

Korm, R. (2011). The relationship between pay and performance in the Cambodian civil service (Doctoral Dissertation), University of Canberra, Australia.

May, K. (2019). Full-fledged digital economy not likely in the next decade: Minister. Khmer Time.

Ministry of Civil service (MCS). (2018). Key Achievements of the Ministry of Civil Service following the Win-Win Policy of the Government 2015-2018. Retrieved from Phnom Penh, Cambodia:

Ministry of Planning (MoP). (2016). National Population Policy 2016-2030. Phnom Penh, Cambodia: MoP.

National Committee for Sub-National Democratic Development (NCDD). (2010). National Program for Sub-National Democratic Development. Phnom Penh, Cambodia: NCDD.

National Committee for Sub-National Democratic Development (NCDD). (2017). 3 year implementation plan phase III of NP (IP3-III). Phnom Penh, Cambodia: NCDD.

Organisation for Economic Co-operation and Development (OECD). (2005). Public sector modernization: The way forward Retrieved from http://www.oecd.org/site/govgfg/39044786.pdf.

Phnom Penh Post (Producer). (2018). More skilled workers needed for the digital economy. Retrieved from https://www.phnompenhpost.com/supplements-special-reports/more-skilled-workers-needed-digital-economy

Royal Government of Cambodia (RGC). (2010). National Program for Sub-National Democratic Development (NP-SNSD) 2010-2019. Phnom Penh, Cambodia.

Sub-decree No. 68 ANK BK dated on 10 May 2012 on functional and resource transfers to sub-national administration, Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2013a). Policy on Human Resource in Public Administration. Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2013b). Policy on Human Resource Management and Development at Sub-national Administration. Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2015a). National Program for Public Administrative Reform 2015-2018. Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2015b). Sub-decree on Defining Management Structure and Positions in the Management Structure of Ministries-Institutions at National and Sub-national Level. Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2016). Policy on the Development of Information Technology and Communication. Phnom Penh, Cambodia.

Royal Government of Cambodia (RGC). (2018a). Cambodian Sustainable Development Goals (CSDGs) Framework (2016-2030). Phnom Penh, Cambodia: RGC.

Royal Government of Cambodia (RGC). (2018b). Rectangular Strategy, IV. Phnom Penh, Cambodia: RGC.

Royal Government of Cambodia (RGC). (2019). National Strategic Development Programs (NSDP) 2019-2023. Phnom Penh, Cambodia: RGC.

Royal School of Administration (RSA). (2018). Statistics of trainees at RSA Retrieved from http://www.era.gov.kh/Home/SH2?id=6&ln=en

Schwab, K. (2016). The Fourth Industrial Revolution. Geneva, Switzerland: World Economic Forum.

Sok, C. (Producer). (2019). Camcontrol removed from borders. Retrieved from https://www.khmertimeskh.com/50574979/camcontrol-removed-from-borders/

Stern, S., Daub, M., Klier, J., Wiesinger, A., & Domeyer, A. (2018). Public Services Government 4.0 – the public sector in the digital age. Retrieved from https://www.mckinsey.de/publikationen/ leading-in-a-disruptive-world/government-40-the-public-sector-in-the-digital-age.

Telecommunication Regulator of Cambodia (TRC). (2019). Internet Subscription by 2019. Retrieved from https://www.trc.gov.kh/internet-subcribers/

United Nations Development Program (UNDP). (2014). Building Accountability, Transparency and Anti-Corruption into the post-2015 Development Framework.

World Bank (WB). (2004). World development Report 2004. Retrieved from http://documents.worldbank. org/curated/en/517231468762935046/World-development-indicators-2004

World Bank (WB) (Producer). (2013). Public Service Pay in Cambodia: The Challenges of Salary. Retrieved from

http://documents.worldbank.org/curated/en/913481468214829704/Public-service-pay-in- Cambodia-the-challenges-of-salary-reform

World Bank (WB). (2017). Enhancing the Quality of Public Service Delivery in Cambodia.   Retrieved fromhttps://www.worldbank.org/en/news/feature/2017/02/09/enhancing-the-quality-of-public- service-delivery-in-cambodia

World Bank (WB). (2019). Cambodia, Overview.   Retrieved from https://www.worldbank.org/en/ country/cambodia/overview